

I. Introduction: The Comprehensive Plan and the Planning Context

A Vision for the State

The Preservation Services Division of the Illinois Historic Preservation Agency (IHPA) first prepared a Comprehensive Statewide Historic Preservation Plan in 1995 to establish a body of organizing principles providing guidance for the citizens of Illinois when undertaking any historic preservation activity. This revision in 2005 takes into account changes and developments in the State of Illinois' population, historic resources, and the economy.

The State of Illinois must also prepare such a plan to be eligible to receive financial assistance from the National Park Service, United States Department of the Interior, pursuant to the National Historic Preservation Act of 1966 (16 USC 470). The Illinois Historic Preservation Act of 1976 [20 ICLS 3410], which establishes the state historic preservation office in Illinois, also requires the preparation and implementation of a plan.

The Comprehensive Statewide Historic Preservation Plan is the rational, systematic process by which the State Historic Preservation Officer (SHPO) develops goals and objectives for historic preservation throughout the state. The goals and objectives lead to a vision in which historic preservation is commonly accepted as a significant means for making better communities and better citizens. It is a vision wherein preservation is used to manage change, wherein the basis for revitalization is the adaptation of resources from the past for modern uses, wherein all citizens of the state, regardless of their heritage, can derive some personal and collective identity from the public patrimony, wherein we can gain an understanding of history and how we developed as a civilization, wherein the economic consequences of preservation in such areas as employment, tourism or public revenue are always assumed to be beneficial until proven otherwise. It is a vision in which all who ever think about the future of their communities unhesitatingly and as a matter of course take the principles and practices of historic preservation into account.

State Historic Preservation Office

Under federal regulation and state statute, the chief of the Preservation Services Division of the Illinois Historic Preservation Agency serves as the State Historic Preservation Officer. The division is charged with carrying out all state and federal historic preservation programs in Illinois for the identification, evaluation and protection of the state's historically significant resources.

The Agency has five divisions: (1) Preservation Services Division (where the SHPO is located), (2) Historic Sites Division, which operates state-owned historic sites, (3) the Abraham Lincoln Presidential Library and Museum, which collects the written history of the state as well as serving as a presidential library, (4) Public Affairs Division, which conducts special events and distributes public information, and (5) Administrative Services Division, which is responsible for accounting, budget and the business affairs of the Agency. The Governor appoints a seven-member Board of Trustees, which in turn appoints a Director. The Director appoints the division chiefs.

The state's preservation program was located in the Department of Conservation (state parks, natural areas, etc.) from its inception in 1969 until 1985 when the Historic Preservation Agency was created by combining the state historical library, state-owned historic sites, and the preservation program in one entity. In addition to the federal preservation program the Preservation Services Division also administers a number of preservation programs authorized by state statute.

State Government Planning

In 2002, the Governor's Office of Strategic Planning completed the Illinois Strategic Plan. Two of the Strategic Issues in the state's plan are especially relevant to preservation activities in Illinois. The first is a healthy, sustainable environment, which includes goals in relation to the management, protection, enhancement, and promotion of Illinois's natural and cultural heritage. The second, a prosperous and growing economy, includes several relevant goals. These include seeking to invest in programs that encourage the revitalization of existing communities, bringing back jobs to already developed but degraded urban and industrial sites, and forging partnerships with local governments which are critical to removing barriers to balanced growth.

Some state departmental plans that are relevant and linked to historic preservation concerns are summarized below.

The Illinois Department of Natural Resources (DNR) has a Strategic Plan from 2002 that outlines a mission to manage, protect, sustain, and promote Illinois' natural and cultural resources for the enjoyment of present and future generations. Cultural resources include archeological sites and historic structures on DNR property. Additionally, DNR administers financial assistance programs that include resource protection. This department also implements the Statewide Comprehensive Outdoor Recreation Plan (SCORP) for programs funded by or related to the federal government.

The Illinois Department of Transportation (DOT) planning process is important to preservation planning for two reasons. First, DOT is the principal administrator of federally-funded transportation projects, including the current Transportation Equity Act, which provides funding for historic preservation projects. DOT also administers the Statewide Transportation Improvement Program (STIP), which is the five-year work program for Illinois' highway and transit projects. It is updated annually and expends \$12 to \$14 billion each year.

Second, DOT allocates approximately \$400,000 annually to archaeological projects and cultural resource management associated with development of the state's transportation system, which makes DOT the largest single source of funding for archaeology in the state. DOT and the Historic Preservation Agency have worked closely over the years to assure that preservation planning and transportation planning complement each other.

Other state agencies have incorporated historic preservation concerns into their individual planning processes. For example, the Department of Military Affairs surveyed National Guard armories in the state and added historic preservation to its environmental regulations. The Secretary of State adopted preservation principles in the exercise of custodianship of the Capitol Complex in Springfield. The Environmental Protection Agency's strategic plan shows an awareness of the effects environmental factors (like acid rain) can have on buildings and outlines goals that slow damage to buildings resulting from environmental factors.

Local Government Planning

The Illinois SHPO believes that historic preservation is carried out most effectively when undertaken by local communities under local authority and local leadership. To that end the SHPO urges communities to create local preservation programs. Preservation planning grants are a high priority for the SHPO's Certified Local Governments. Statutory authority for the creation of local preservation programs appears in the Illinois Historic Areas Preservation Act, the state's zoning code, and the home rule provision of the state's constitution. Almost all local programs are creatures of the home rule provision. Although there are only 56 designated Certified Local Governments in the state, there are approximately one hundred local government that maintain preservation programs in varying degrees of rigor and sophistication.

A number of local governments, generally those with larger populations, have included preservation in their general plans. Rock Island, Decatur, and Evanston are notable examples. The City of Rockford and Will County have preservation plans in addition to their general plans.

I am concerned when local governments are more interested in commercial development than anything else. There is a need for outside organizations to step in and say no.

--a citizen's remark

II. Historic Context of the Resources

Historic Context

The state of Illinois has a rich physical and cultural heritage, the diversity and significance of which can only be suggested by the following summary of highlights and by illustrative examples of the State's historic, prehistoric and architectural resources.

Illinois has been inhabited for at least 12,000 years. The history of occupation until the 1600s is recorded in approximately 50,000 archaeological sites. The prehistory of the state, which those sites record, is the story of many different societies living in environments as harsh as the last Ice Age to ones more pleasant than today's. The state's prehistoric sites document the complex interaction of small foraging band societies, as well as the evolution of lifestyles of tribal and chiefdom societies. Cahokia Mounds State Historic Site is the largest prehistoric site north of Mexico and by far the largest metropolitan community of the Mississippian culture. It is located in Madison and St. Clair Counties, and is a National Historic Landmark and World Heritage Site.

Europeans first entered the Illinois country in the late seventeenth century. Explorations by Father Jacques Marquette and Louis Jolliet in 1673 and Robert Cavalier, Sieur de La Salle in 1679 led to the establishment of missions and outposts of the French colonial empire. Illinois is said to have been the location of the westernmost battle of the Revolutionary War, including the capture of British forts by George Rogers Clark in 1778 and 1779, which played an important role in the acquisition of lands by the United States in the Treaty of Paris in 1783. Examples of French colonial architecture can still be found in towns along the lower Mississippi River.

Illinois came under the civil jurisdiction of Virginia starting in 1778, and became a part of the Northwest Territory in 1790, the Indiana Territory in 1800, and the Illinois Territory in 1809. In 1818, Illinois became the twenty-first state to enter the Union. At the time of statehood the non-native population resided entirely in the southernmost third of the state, as settlers from the upland South migrated up the Mississippi, Ohio, and Wabash Rivers. Settlers began trickling into the northern third of the state after completion of the Erie Canal in New York in 1825, which provided a Great Lakes route to the Midwest for people from New England, New York and Pennsylvania. Migration became a flood after the opening of the Erie Canal and the conclusion of the Blackhawk War in 1832, which led to the final expulsion of all native tribes from within the borders of the state. Subsequently, with the incorporation of Chicago as a town in 1833 and developments in agricultural technology that allowed exploitation of the rich prairie soil, the preponderance of population shifted to the north. There are resources of historic archeological significance with sites associated with colonial French and Native American starting with 1673.

Chicago and Illinois rose to national importance in the mid-nineteenth century when the Illinois and Michigan Canal opened in 1848, allowing goods such as corn, wheat, coal, and lumber to pass through Chicago by water on their way to and from the Mississippi, the Great Lakes, and other inland waterways. Due to its immense importance in the history of

Illinois, Chicago and the nation, the area surrounding this nearly one-hundred-mile-long canal was designated a National Heritage Corridor by Congress in 1984. The abundance of rail lines that converged in Chicago made it a national rail hub and led to the creation of the Union Stock Yards in 1865, which made meat-packing the state's largest industry for many years. Chicago burned in the Fire of 1871, but within twenty years boasted the first skyscraper in the world, building innovations such as fireproofing, skeletal construction, reinforced concrete construction, and the World's Columbian Exposition, which introduced the world to technological innovations and new architectural trends. Because of Chicago's position as an inland port there are ample underwater archeological resources which may be found in Lake Michigan, the Illinois and Michigan Canal, and the Mississippi, Ohio, Illinois, Wabash, and Kaskaskia Rivers.

Historically the population of the state has included large groups of European immigrants. Earlier groups included the Germans, Irish, Swedes; later nineteenth-century groups included Polish, Austrian, Italian, and Balkans. Current immigrants are largely from Latin America. There are approximately 1.5 million foreign-born residents in the state. Today Illinois' population is nearly 12.5 million. According to the 2000 Census, this number reflects an 8.6 percent growth over the population in 1990, and is lower than the nation-wide growth of 13.1 percent. Approximately twenty-three percent of Illinois residents live in Chicago, approximately thirty-five percent live in Illinois outside the six-county Chicago metropolitan area, and forty-two percent live in the six counties that comprise Chicago's suburbs. The 2000 Census indicates that 67.8 percent of the state's population is white, non-Hispanic, 15.1 percent black or African American, 12.3 percent Hispanic or Latino of any race, .2 percent American Indian and Alaska Natives, 3.4 percent Asian, and 1.2 percent other races. Of the 4.886 million housing units in the state, forty-seven percent date before 1959.

Historic Preservation in Illinois

The history of historic preservation in Illinois is essentially unwritten, yet it is possible to make some generalizations about it. In the nineteenth century there were three themes in Illinois preservation: prehistoric cultures, the French colonial period and Abraham Lincoln. Preservation activities were undertaken by groups of civic-minded people interested in the preservation of locally significant landmarks, usually to serve as museums. State government first ventured into preservation in 1887 with the acquisition of the Lincoln Home (a National Park Service property since 1972). After the turn of the century, state parks were created at Fort Massac, Starved Rock, and Ft. de Chartres, largely through the efforts of the state's Daughters of the American Revolution. During the 1920s local pressure groups and historical associations continued to agitate for the addition of more historic sites into the state park system. But there was no plan, no survey of historic sites, and no state agency had the responsibility for developing such a program. A great change came in the 1930s with the development of a preservation program for state owned historic sites, funded for the most part by several New Deal public works programs.

Building upon the foundation established in the preceding decades and national program created in the National Historic Preservation Act of 1966, Illinois government

created a State Historic Preservation Officer, which provided the first opportunity for state government to play a crucial role in preservation. Subsequently every interest group comprising the preservation constituency could benefit from the organizing principles embodied in state programs, while acting independently at the same time.

III. Structure of Historic Preservation in Illinois

The effort to preserve Illinois' early material culture began in the mid-nineteenth century, focusing initially on archaeological resources and French colonial remnants. The first major successes in preservation occurred around the turn of the century with the state government's acquisition of the Lincoln Home in Springfield and the site of Fort Massac along the Ohio River. The preservation movement grew slowly but steadily, adding new constituents or interest groups as each new generation discovered some value in saving the remains of the state's past.

Today these interest groups remain involved in preservation. Civic-minded individuals and organizations at the end of the last century saw preservation as a way to acknowledge the successes of their forebears and to promote educational and patriotic values. Curious archaeologists gathered data on the earliest Illinoisans to develop a scientific study of human society. Communities created organizations to establish house museums. Others sought economic benefits in the rehabilitation of whole neighborhoods as well as individual properties. State government accepted ownership and stewardship of significant properties throughout the state. In response to the desires of cultural environmentalists, state and federal governments passed laws establishing programs for the identification, evaluation and protection of all types of cultural resources. The activities and interests of these groups often overlap, but at other times they can be quite removed from one another. As a whole, however, they can be divided between the public sector and the private sector.

Public Sector

State Government

The Preservation Services Division of the Illinois Historic Preservation Agency is the office in state government responsible for implementing preservation programs under federal and state laws for identification, evaluation and protection of cultural resources. The mission of the Agency is to collect, preserve, interpret and communicate the diverse heritage of Illinois and to educate the public by providing access to historic resources in the state. The Agency's Historic Sites Division operates fifty-eight state-owned historic sites and memorials. The Abraham Lincoln Presidential Library and Museum collects the written history of the state. The Preservation Services Division administers the National Register programs and houses the designated State Historic Preservation Officer.

A number of state agencies have historic preservation components in their overall mission. In addition to the agencies mentioned in the earlier section on the planning context, a number of agencies administer programs involving historic preservation. The Department

of Commerce and Community Affairs' Tourism Attraction Grant Program provides funds that may be used to restore historic properties to enhance tourism. The Office of the Treasurer has the Experience Illinois! Fund, which provides financial assistance for developing or further enhancing tourism-oriented projects. One of the specific uses of the fund is for historic preservation.

Illinois' Main Street Program operates under the Office of the Lieutenant Governor and in partnership with the Department of Commerce and Economic Opportunity and the Illinois Historic Preservation Agency. Main Street is a very successful program that uses historic buildings in communities' central business districts as the basis for economic revitalization. The Main Street approach to downtown revitalization is essentially a private sector undertaking, but the guidance and services offered by the state are critical to initiating and maintaining Main Street programs in many communities.

In order to comply with state and federal laws providing protection for cultural resources, many other agencies of state government have become involved with historic preservation. The principal federal statutes under which these responsibilities are carried out are the National Historic Preservation Act and the National Environmental Policy Act. State statutes in force are:

Historic Preservation Act [20 ILCS 3410]

Illinois State Agency Historic Resources Preservation Act [20 ILCS 3420]

Archaeological and Paleontological Resources Protection Act [20 ILCS 3435]

Human Skeletal Remains Protection Act [20 ILCS 3440]

As a result of these laws all departments of the state government operating in Illinois must submit their activities to the State Historic Preservation Officer for review. State agencies are charged with preservation responsibilities under state statutes, but since most federal activities require the administrative participation of state agencies and local governments as well, the historic preservation review often requires assistance at all levels of government. The major portion of the review effort by the SHPO involves the following units of state government:

Capital Development Board

Illinois Department of Natural Resources

Illinois Department of Transportation

Illinois Environmental Protection Agency

Federal Government

Few federal agencies are involved directly with historic preservation in Illinois. The National Park Service of the United States Department of the Interior owns and operates the Lincoln Home National Historic Site in Springfield and also serves as the agency through which federal money from the Historic Preservation Fund passes to the State Historic Preservation Officer. The Park Service observes activities in the Illinois and Michigan

Canal National Heritage Corridor and several National Historic Trails that are partially located in Illinois.

Other federal agencies, especially those that manage land or facilities with historic structures, are of necessity involved with historic preservation. These include the US Forest Service, the US Fish and Wildlife Service, the US Army Corps of Engineers. The Army, Navy and Air Force also have prehistoric and historic cultural resources on properties for which they are responsible.

Most other federal agencies are involved in historic preservation only through their responsibility to abide by federal laws regarding cultural resource protection in the administration of their grants-in-aid, permits and other undertakings. The agencies involved in this way most commonly include:

- US Dept of Agriculture--Natural Resource Conservation Service
- US Army Corps of Engineers
- US Environmental Protection Agency
- US Department of Housing and Urban Development
- US Department of the Interior--Fish and Wildlife Service
- US Department of Transportation

Local Government

Over 150 local and county governments in Illinois have laws that can be called preservation ordinances. Those laws range from providing binding review for altering designated landmarks to simple designation with owner consent. Of this number fifty-six have been designated Certified Local Governments (CLGs), a status conferred on communities with local historic preservation ordinances and commissions that meet certain federal and state criteria. Chicago is the largest CLG while Bishop Hill is the smallest. Kane, McHenry and Will County governments are also CLGs.

In communities with local preservation ordinances, the administration of the local program and commission is usually undertaken by community planning and development departments, which also serve an administrative function for other preservation activities such as reviewing federally- and state-funded projects for compliance with preservation laws. In addition to these local government planning and development entities, there are twelve regional planning agencies throughout the state carrying out similar responsibilities. Many of these, such as the Northeastern Illinois Planning Commission serving the six counties of the Chicago metropolitan area, have incorporated preservation concerns as a planning component. Consequently over four-fifths of the state's nearly twelve and a half million people dwell in communities where some local authority cooperates with state and federal agencies to deal with preservation issues.

Private Sector

The Landmarks Preservation Council of Illinois (LPCI), a Chicago-based, non-profit membership organization founded in 1971, is dedicated to saving Illinois' rich architectural heritage. It is the only state-wide advocate for historic preservation. LPCI offers conferences, lectures, workshops, tours, publications, and technical assistance and works with local preservation groups to encourage historic preservation. LPCI drafts and supports legislation to protect landmarks and provide incentives for rehabilitating historic buildings, advocates landmark designation and assists with neighborhood revitalization. LPCI offers a nationally recognized preservation easement program to ensure permanent protection for historic properties. LPCI works through a volunteer board of directors, an advisory board, an honorary board and six program committees. A small professional staff administers programs, provides technical assistance and coordinates communications between the board and the membership. Many LPCI members participate as active volunteers in preservation programs ranging from historic research to legal counseling.

The Illinois Association of Historic Preservation Commissions (IAHPC) is a non-profit preservation organization formed in 1982 to encourage local government participation in historic preservation and to aid preservation commissions throughout the state. It has office space in the Historic Preservation Agency in Springfield. The purposes of the IAHPC are to share information, provide training for local commissioners and facilitate cooperation with the state historic preservation office in carrying out state and federal programs. Membership is open to all historic preservation commissions created under municipal and county preservation ordinances. Any group or individual may also become an associate member of the organization.

The National Trust for Historic Preservation, chartered by Congress in 1949, is a nationwide, non-profit organization with more than 12,000 members in Illinois interested in preserving and revitalizing historic properties and communities. A regional office in Chicago serving eight Midwestern states provides technical advice and small grants, sponsors educational programs, engages in advocacy with courts, legislative bodies, and regulatory agencies, operates historic museums, and publishes a variety of materials.

The Illinois Archaeological Survey (IAS) is a not-for-profit association of professional archaeologists and supporting institutions organized in 1956 to serve as a clearinghouse for archaeological site information and to work with state and federal officials to study archaeological sites endangered by construction projects. The organization sponsors Archaeology Awareness Month and publishes a newsletter, occasional papers and a professional journal. Through its committee structure, members and directors promote preservation of archaeological sites, records, and stewardship of important archaeological sites. The organization also works to foster political awareness of archaeological issues and the worldwide importance of the unique archaeological resources of Illinois.

The Illinois Association for Advancement of Archaeology (IAAA) is a statewide, not-for-profit advocacy group formed in 1969 to unite all persons interested in the archaeology of Illinois. The purposes of the group are preserving prehistoric and historic

archaeological sites, encouraging scientific research and fostering constructive public and governmental attitudes towards Illinois archaeology. The IAAA holds meetings and workshops, publishes a magazine and supports the activities for Archaeology Awareness Month. The IAAA's all-volunteer staff and members participate in grass-roots political action to support historic preservation initiatives. A board of directors drawn from the ranks of both professional and amateur archaeologists oversees the organization.

In addition to statewide historic preservation groups there are numerous local historical societies, preservation groups and related organizations that play a role in historic preservation through the preservation of significant properties and collections. Developers of historic preservation projects and preservation professionals, such as the American Institute of Architects, also have significant roles in the preservation community.

IV. Cultural Resources in Illinois

Evidence of the material culture of Illinois comes down through over 12,000 years of human occupation beginning with Paleo-Indians, who appeared shortly after the retreat of the state's last glacier. Successive cultural groups leading to present-day residents are represented in archaeological sites, buildings, districts, structures and objects that are to be surveyed, evaluated and protected. While some historic preservation activity occurred in the nineteenth century, no systematic or comprehensive endeavor existed until the passage of the National Historic Preservation Act of 1966. It stimulated the state government to launch the Illinois Historic Sites Survey, whose mission was to identify all properties in the state possessing archaeological, architectural and historical significance.

The early 1970s saw the most intensive survey effort. Housed in the Illinois Department of Conservation (now the Department of Natural Resources), the Historic Sites Survey launched a statewide survey divided into three tracks or sections to search for significant historic, architectural and archaeological properties. Subsequent surveys have been conducted as funding permitted and now occur largely as a result of compliance with historic preservation regulations and local government preservation programs.

The Illinois Historic Structures Survey track of the Historic Sites Survey employed surveyors to drive every street in every town in the state with a population in excess of 500 to photograph and record every building that appeared to possess some architectural significance. At the conclusion of this survey in 1976, which recorded about 55,000 buildings and structures, properties were classified in three orders of quality, the first level possessing potential architectural significance for listing on the National Register. The 3,000 properties that fell into this category were also classified according to type or style, each comprising a thematic group. This permits, for example, a simple way to examine all the more significant Queen Anne houses in the state.

A second track, designated the Illinois Historic Landmarks Survey, employed historians to delve into the history of each county and identify any properties, regardless of appearance, to determine associative values for national, state or local history. Approximately 14,000 sites were located.

To discover more of the state's vast prehistoric and historic Native American resources, the state contracted with the Illinois Archaeological Survey to serve as the third track. Survey projects in eleven areas revealed another 12,000 archaeological sites that were added to the state's already large archaeological database.

Between 1978 and 1985 the State Historic Preservation Officer conducted rural surveys in which surveyors drove every road in a county outside towns with populations exceeding 500 and photographed everything that appeared to have been constructed prior to 1945. Twenty-two of the state's one hundred two counties have been surveyed this way, adding approximately 45,000 more entries into the inventory. More recently, local governments have conducted building-by-building surveys of historic districts and neighborhoods, with partial funding provided by the National Park Service through the Illinois Historic Preservation Agency.

HAARGIS

The SHPO has digitized and collected the survey information compiled in all previous years and combined it in the Historic, Architectural, and Archaeological Geographic Information System, which is available on-line (except for archaeological information) through the Historic Preservation Agency's web page at <http://www.Illinois-History.gov>, or <http://state.il.us/hpa>.

Contexts

Inventories

This inventory permits the creation of contexts for evaluating and designating landmarks. Contexts are theoretical constructs--a research universe--with temporal and spatial boundaries and defined cultural characteristics. An example of a context would be "Queen Anne Houses in Kane County, 1870-1910." By using the data and combining the various surveys, it is possible to create contexts for National Register thematic nominations, such as "Historic Fairgrounds in Illinois" or "Hyde Park Apartment Hotels."

The National Register of Historic Places in Illinois contains more than 1500 listings in 2005. Approximately eleven percent of the entries are historic districts, but only about three percent are archaeological sites. Because of staff limitations, the Historic Preservation Agency seldom initiates nominations to the National Register. In recent years the National Register in Illinois has grown by about forty entries annually. Typically, applications are received from the public, usually from property owners seeking recognition and benefit-eligibility or from concerned citizens mounting preservation campaigns.

The programs established under local preservation ordinances range from large staffs providing many services to those with no budget at all. All of these programs, however, have added hundreds of properties to the list of designated landmarks in Illinois.

The properties identified as a result of all the surveys and designation programs for sites with archaeological, architectural and historical significance fall into a number of groups, themes, or contexts. Such groupings are useful in evaluating the relative significance of individual properties and in determining priorities for preservation efforts.

Archaeological Contexts

Pre-historic Native Americans dwelt in Illinois for more than 12,000 years. The various Native American cultures left behind evidence of their occupations in the following periods, the earliest occurring after the retreat of glaciers from the state. At present the IHPA evaluates sites within the following contexts:

Paleo-Indian	to 10000 BC
Early Archaic	8000 to 6000 BC
Middle Archaic	6000 to 3000 BC
Late Archaic	3000 to 800 BC
Early Woodland	800 to 100 BC
Middle Woodland	100 BC to 300 AD
Late Woodland	300 to 1100 AD
Early Mississippian	900 to 1350 AD
Late Mississippian	1350 to 1500 AD
Proto-historic	1500 to 1673 AD
Historic	from 1673

Archeologically Historic Contexts

French	1673-1763
Pre-statehood	1673-1818
Early Settlement	1818-1832
Middle Development	1832-1890
Industrial	1890-1960
Suburban	1870-1960
Rural Decline	1890-1960

Architectural Contexts

The Illinois landscape contains architectural features representing many different styles. These are reflections of the state's diversity of population, which has been conditioned by ethnicity, economic status, and settlement patterns. For example, early buildings in the southern portion of the state have been influenced by settlers arriving from Virginia and the Carolinas through Kentucky and Tennessee. In the northern part of the state settlers from New England and the Mid-Atlantic states brought other regional building styles.

With a population over twelve million and almost two centuries of statehood, virtually every style of architecture and every building type found in the United States may

be found in Illinois. The great majority of buildings, however, may be categorized in the following manner:

French Colonial	1780-1810
Greek Revival	1830-1870
Gothic Revival	1840-1860
Italianate	1855-1880
Second Empire	1855-1880
Victorian Gothic	1865-1900
Queen Anne	1880-1910
Romanesque Revival	1880-1910
Chicago School	1885-1910
Arts and Crafts	1890-1930
Beaux-Arts Classicism	1893-1930
Period Revivals	1895-1940
Art Deco/Art Moderne	1925-1945
Modernism	1930-present
Post-Modernism	1975-present

Historic Contexts

The history of the state has also been divided into themes for evaluating the significance of events or patterns of development. These themes, which are applicable in all time periods in the state's history, are:

- Agriculture
- Archaeology
- Architecture
- Art
- Commerce
- Communications
- Community Planning and Development
- Conservation
- Economics
- Education
- Engineering
- Entertainment/Recreation
- Ethnic Heritage
- Exploration/Settlement
- Health/Medicine
- Industry
- Landscape Architecture
- Law, Politics and Government

Maritime History
Military
Philosophy
Religion
Science and Invention
Social History
Transportation

V. Resource Environment

Illinois' environment includes its geology, climate and other physical forces beyond human control. It is the cultural environment, however, that is the chief concern of historic preservation. The cultural environment also changes and these changes affect the status of historic resources.

Studying movement in and out of areas assists in predicting where increased land use pressure may occur or where abandonment may affect cultural resources. Between 1950 and 2000, Illinois' population grew from 8.7 million to 12.4 million, or roughly forty-two percent. Most growth took place between 1950 and 1970, with another large increase after 1990. Two thirds of the state's population lives within fifty miles of the Chicago Loop.

The majority of Illinois' population growth between 1990 and 2000 occurred in the Chicago metropolitan area. Since 1990, Cook County's population has increased only 5.3 percent, while in the five collar counties, the population has increased from 15.7 percent (DuPage) to 41.9 percent (McHenry). The city of Chicago grew only 4%. From 1990 until 2000, thirty-four of Illinois' 102 counties lost population, with Alexander County in the southernmost portion of the state losing the highest percentage, 9.7. Statewide, thirty percent of the population is under twenty years old, twenty percent is fifty-five or older, and approximately half the population is between twenty and fifty-four.

New census figures will be available for the next update of this plan. Projections, however, indicate that if trends continue steadily the state's population in the 2010 census will reach 13.5 million with an increase of population in the Chicago area.

VI. Threats to Resources

Threats to Illinois' historic resources are omnipresent in the state. Although the nature of threats differs, properties may be endangered in all urban, suburban and rural areas. Economic growth presents one set of problems while economic decline provides another. Changing demography, which is both a cause and effect of economic conditions, may also pose challenges.

Rural Areas

In rural areas entire classes of properties are being lost through demolition (abandoned farmsteads and railroads, standing structures on acquired public lands, loss of

outbuildings, loss of barns, plowing over of mounds and other archaeological sites), or alteration (artificial siding, additions, relocations). One historic man-made landscape is being replaced by another as roads are widened, fences, trees and hedges removed, subdivisions built, and storage tanks installed.

As farms consolidated, the number of farmers in the state dropped below three percent of the work force and many properties have fallen into disuse or have been demolished. Non-farm properties such as schools, service stations, stores, and local government buildings also have been abandoned or acquired by adjacent property owners for inappropriate or unanticipated use.

Just returned from a fiftieth high school reunion—collectively we have such a strong sense of the town around 1945 to 1955, and are astonished to find a new grocery store east of the old edge of town—as well as dismayed by the absence of vitality in the old town center. Why does it have to be this way?

--a citizen's remark

Small towns continue to deteriorate are abandoned. This trend, begun over hundred years ago, reflects the movement of the population and the concentration of market and service centers in a relatively few larger communities around the state. Much loss can be attributed to continuing disinvestment or management by neglect. Residential and commercial structures are demolished or worn out through lack of maintenance or lack of

capital. Sometimes demolition is a result of intentional planning by public officials and economic development agents.

Non-agricultural uses such as strip mining also threaten historic and prehistoric resources. As one of the world's most important coal-producing regions, Illinois has an active mining industry. While environmental policies pose many difficult questions for the future of coal mining in Illinois, coal producers continue to acquire land for future extraction. Ample reserves exist. For example, Perry County, in the southern portion of the state, has extractable coal under eighty percent of its land.

Suburban Areas

The growing suburban areas in the counties surrounding Chicago and East St. Louis pose problems for preservationists as the phenomenon of sprawl moves across the countryside and fills in the spaces between towns. According to the Sierra Club, from 1990 to 1996, urban land area growth in the Chicago area increased at more than four times the population growth, securing Chicago in tenth place on the Club's 1998 list of Most Sprawl-Threatened Cities. Of the collar counties, Will County lost the highest number of farmland acres (52,114) and DuPage lost the highest percentage of its farmland (sixty-three percent). This means the obliteration of much of the early land use pattern and threatens that which remains.

The ongoing sprawl has adverse consequences for historic resources in established suburban communities as well as in the adjacent countryside. In the 1960s and 1970s suburban downtowns underwent extensive rehabilitation as a response to competition from burgeoning large shopping malls and smaller strip malls, which drew many customers to outlying sales and service centers. Many suburban downtowns stabilized, but now there is a trend towards the creation of super blocks and the construction of more numerous parking facilities that threaten the remnants of the character-defining features of downtowns.

The construction of new residences is one of the most salient characteristics of the post-World War II suburban world. Unlike their counterparts in rural communities, older suburban residences have generally maintained their values very well. This has led to reinvestment in and maintenance of older homes in the suburbs that have supported preservation efforts. On the other hand, land economics in the suburbs has also brought the increasingly common "tear down" situation where smaller or older buildings are demolished to make way for larger, more expensive homes on the same or sub-divided lot that are often out of character with the surrounding neighborhood.

Urban Centers

Historic resources in all the state's urban centers are also under pressure from evolving social and economic circumstances. In all the state's Standard Metropolitan Statistical Areas, central commercial cores experience an out-migration of retailing to the cities' edges where commercial strips, shopping malls and big-box stores draw consumers. The response from downtowns is to concentrate office use and create more parking, often at the expense of the communities' historic material. Relief comes largely in the form of specialty stores, niche businesses or low-end businesses such as used clothing stores.

Beyond central cores urban neighborhoods often experience disinvestment and deterioration. Demographic changes (loss of income, family breakup, lack of training) in the wake of employment migration to the suburbs or out-of-state have reduced the ability of property owners to maintain historic properties and landscapes. Reversals of this trend can be found in every city in the state where certain neighborhoods have undergone extensive rehabilitation and reinvestment. These improvements are in enclaves, however, and while they are significant and desirable, they are limited.

Local government and developers need help to understand the value of irreplaceable buildings and cityscapes. They need help to know how to recycle and reuse our historic structures. Gutting the interiors of priceless structures is *not* preservation. How do we get them to know that?

--a citizen's remark

Some government programs affect historic properties. While there are many government programs that are beneficial to historic properties, districts, and downtowns, there are also many that are not. Many programs for housing, urban development, rural development and land management are not necessarily sympathetic to historic preservation goals. Likewise, certain regulatory programs dealing with accessibility, lead paint and asbestos abatement, underground fuel tanks and other environmental hazards pose

difficulties for the retention of historic material. Local building codes, zoning ordinances and transportation improvements also affect historic properties.

Lack of awareness of principles and practices of historic preservation threaten historic properties throughout the state with inappropriate treatment, neglect and degradation.

VII. What People Want

Participants in public discussions and responses to a questionnaire make clear what Illinois preservationists want to preserve and how they think it can best be accomplished. Opinions were quantified in a survey sent to over four thousand people in 2005 and are summarized here:

- Fifty-five percent of preservationists feel that the main reason to preserve cultural resources is to maintain a sense of place and a strong community. An additional 21% thought preservation is a good educational tool. No more than 5% thought revitalization or tourism was the most important reason for preservation.
- Preservationists were equally divided on what they see as the greatest threat to resources. Ten to 13% felt that lack of education, weak preservation laws, neglect, lack of public funding, lack of interest, and redevelopment each posed a major threat to preservation.
- While 30% said they would turn first to the State Historic Preservation Officer for help to save resources, and 25% would turn to a local preservation organization, only 6% said they would ask their local government for help. At the same time, 85% said it takes a combination of government and private citizens to get the job done.
- In regard to the state historic preservation office, 39% of preservationists feel that it is best employed by providing technical assistance and help to local governments. An additional 16% look to the state for education about preservation, and 15% think the state should spend the greatest part of its time protecting resources directly.

In sum, Illinois preservationists see preservation as a local environmental issue that can be addressed through cooperative public and private efforts.

Preservation must involve the entire community and governments. However, for not-for-profit organizations that own historic buildings, public and private grants are essential for restoration and maintenance. IHPS should be a major player in grant allocation and assistance in grant writing.

--a citizen's remark

VIII. Goals and Objectives

Assumptions

This plan takes into account the status and structure of historic preservation in Illinois. It also describes the nature of the state's historic and prehistoric resources and the classes of threats to those resources with an indication of the mechanisms available to turn away the threats. This picture of historic preservation rests on certain assumptions that frame the past, present and future of preservation activities in the state.

Assumption 1: Historic preservation is the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.

Assumption 2: The success of historic preservation depends in varying degrees upon altruism, favorable economic circumstances, public education, and the police power of governments.

Assumption 3: Historic preservation most often succeeds in communities when public and private interests combine in active partnerships.

Assumption 4: Whether the scope of a preservation program encompasses a neighborhood, a county or a state, the effort most often comes down to saving the individual property.

Assumption 5: An unknown number of significant historic and prehistoric properties in the state remain unidentified, unevaluated and unprotected.

Assumption 6: The number of properties considered significant will continue to increase as more properties are constructed and as more properties reach the age requirements for significance.

Assumption 7: The conditions affecting cultural resources will persist.

Goals and Objectives

While achieving the following goals and supporting objectives is largely the responsibility of the SHPO, participation by all preservation groups and individuals throughout the State will help to assure the continuing progress of historic preservation.

Goal 1: Survey and create an inventory of all the properties in the state which may possess historic, architectural or archaeological significance.

Objective 1-1: Support community surveys undertaken by local governments and organizations with Historic Preservation Fund sub-grants and technical assistance.

Status: Ongoing. Surveys continue to be a high grant priority, adding hundreds of properties each year to local data bases.

Objective 1-2: Cooperate with federal and state agencies to identify resources through project planning processes.

Status: Ongoing. A significant amount of the work done in Preservation Services continues to be in cooperation with state and federal agencies through review of project plans through which additional resources are identified.

Objective 1-3: Complete the state's survey of rural areas through grants to counties that are CLGs.

Status: Ongoing.

Goal 2: Evaluate and designate properties possessing historical, architectural and archaeological significance.

Objective 2-1: Administer the National Register of Historic Places for all citizens.

Status: Ongoing. In 2005, there were 1550 entries on the National Register in Illinois, with 45-60 added yearly.

Objective 2-2: Encourage Certified Local Governments to prepare documentation to nominate properties to the National Register and to designate landmarks under local preservation ordinances.

Status: Ongoing. National Register nominations are a low grant priority, in favor of educational and survey projects.

Objective 2-3: Continue the Preservation Services Division's statewide workshops on the evaluation of properties and the National Register.

Status: Ongoing. Workshops are held annually at different locations around the state, drawing 20-30 at each session including the annual statewide historic preservation conference and the annual Illinois history conference.

Objective 2-4: Feature National Register activities and properties in *Historic Illinois* magazine.

Status: Ongoing. There are six issues each year.

Goal 3: Protect and preserve historically, architecturally and archaeologically significant properties occurring individually and in districts and complexes.

Objective 3-1: Have local, state and federal agencies take into account the effect of their undertakings on properties listed on or eligible for listing on the National Register or for local landmark status under federal and state historic preservation statutes and regulations.

Status: Ongoing. The review and compliance process ensures that state and federal agencies are fully aware of the consequences of their projects on significant resources, and we encourage local agencies to create preservation ordinances.

Objective 3-2: Encourage cooperation among local, state and federal agencies, individuals, preservation advocacy organizations and other interest groups to ensure that preservation is taken into consideration at all levels of planning, development, and law enforcement.

Status: Ongoing. Cooperation with public groups occurs mainly through review and compliance, local groups, individuals, and advocacy organizations through advice, technical assistance, and funding to encourage preservation at all levels.

Objective 3-3: Monitor landmarks throughout the state to help avoid the adverse effects of abandonment, neglect, or improper use.

Status: Ongoing. The SHPO monitors NHLs, and CLGs monitor activities at local levels.

Objective 3-4: Encourage and assist in the establishment and administration of preservation programs in local governments through the creation of local ordinances, review boards and survey projects to increase the number of Certified Local Governments by providing technical assistance and funding.

Status: Ongoing. There are 56 CLGs in 2005.

Objective 3-5: Encourage owners of landmark properties to seek benefits such as the federal investment tax credit, the homeowners' real estate assessment freeze and grants-in-aid, as appropriate.

Status: Ongoing. The Division informs owners of landmark properties about the benefits that accompany owning a landmark property, and make every effort to assist owners of non-landmark properties with advice, technical aid, and information about resources relevant to their projects.

Objective 3-6: Provide support for preservation advocacy organizations as they pursue their own complementary objectives with technical assistance, joint projects or funding.

Status: Ongoing. The Division works with preservation advocacy groups in providing grants, guidance, and advice.

Goal 4: Educate citizens in the practices and principles of historic preservation.

Objective 4-1: Encourage and support preservation advocacy groups around the state.

Status: Ongoing. Local preservation groups, historical societies, and other advocacy groups throughout the state increase awareness of historic preservation, and can reach groups with whom larger agencies might rarely have contact. The support of the SHPO can increase the effectiveness of these efforts, which creates better allies and increases the likelihood that preservation principles will be used in the future.

Objective 4-2: Encourage and support units of government around the state in preservation activities to assure that preservation information reaches a broad audience.

Status: Ongoing. The Division works with and supports CLGs, and encourages all local governments to create preservation ordinances. The SHPO advise all types of governments in Illinois regarding preservation principles and practices.

Objective 4-3 Improve public access to preservation information through continuation of publications and expansion of electronic information facilities.

Status: Ongoing. The SHPO distributes *Historic Illinois* magazine and a calendar that reach over four thousand people. Illinois residents have access to more information through the agency website, including the HAARGIS database of cultural resources.

Objective 4-4: Hold workshops and conferences for the public and private sectors on preservation-related topics.

Status: Ongoing. The Division hosts and participates in a variety of programs around the state every year.

Objective 4-5: Inform citizens how preservation can enhance quality of life, neighborhood stability and economic revitalization.

Status: Ongoing. The SHPO encourages preservation practices by informing citizens of the benefits of preservation.

Goal 5: Create an environment within Illinois in which the ideals of preservation and its related strategies are considered as a matter of course by all citizens.

Objective 5-1: Increase awareness and especially utilization of preservation strategies by private citizens and others not required by law to comply with preservation ordinances.

Status: Ongoing. SHPO staff outreach is conducted through the Main Street Program, the CLG Program and meetings with groups and individuals throughout the state.

Objective 5-2: Educate children about the importance of historic preservation.

Status: Ongoing. The Agency provides teacher training at eh annual Illinois history conference.

Objective 5-3: Promote public access to the database of resources in the State and encourage all citizens to utilize the database.

Status: Ongoing. SHPO website offers access to all SHPO programs.

IX. Planning process

The Preservation Services Division of the Illinois Historic Preservation Agency develops the Comprehensive Statewide Historic Preservation Plan. The plan is the result of the Division's interaction with state and federal agencies, preservation partners, and directly from public stakeholders in historic preservation.

Housing the State Historic Preservation Officer, the Division is the entity in state government administering and implementing historic preservation programs, but also encounters other agencies whenever their activities affect historic or prehistoric resources in the implementation of their programs or in the development of their policies that may affect cultural resources as, for example, the Department of Natural Resources Statewide Comprehensive Outdoor Recreation Program (SCORP). Information pertinent to the statewide historic preservation plan is also collected as a result of the Division's regular participation or membership in the American Institute of Architect's Historic Resources Committee, the National Main Street Center, the Illinois Association of Historic Preservation Commissions, , and the Illinois Archaeological Society. Interactions with organizations such as the Illinois Municipal League, the Northeastern Illinois Planning Commission, or Homebuilders Association are occasional.

To contact the public directly, the Division conducts conferences and meetings for Certified Local Governments (but open to any local government or individual) and Main Street towns. In addition, The Division co-sponsors an annual statewide preservation conference with the Landmarks Preservation Council of Illinois during which sessions on statewide planning are held. possible.

In 2005 the Division distributed a questionnaire to over four thousand people through the SHPO's *Historic Illinois* magazine. Returns from the ten-question survey provided Illinois' citizens' focused opinion regarding which resources are valued and how they might be preserved.

Approximately 200 copies of the draft plan are distributed throughout the state. They are sent to regional planning commission, Certified Local Governments, Main Street towns, community or regional preservation organizations, the Landmarks Preservation Council of Illinois, and the National Trust Midwest office. It also circulates to state and federal agencies operating in the state with an interest in historic preservation. Notices of the plans availability for public review reach more than four thousand subscribers to *Historic Illinois* magazine. The draft of the plan, as well as the

final, approved plan, are always available on the Division's web site, <http://www.Illinoishistory.gov>.

X. Planning Cycle

The plan will be updated every five years. The next plan update will be completed in 2010. Revised plan versions will be the subject of a public participation process. Plan updates will reflect statistical changes, shifts in trends and any other social or economic phenomena affecting the plan. The public participation process will also include an assessment of goal achievement. The planning cycle may be shortened if dramatic circumstances such as an economic or natural catastrophe alter the planning environment.

XI. Bibliography

- Bryan, William R., et al. *Illinois Statistical Abstract*. Urbana IL: Bureau of Economic and Business Research, 1994.
- Clayton, John. *The Illinois Fact Book and Historical Almanac, 1673-1968*. Carbondale, IL: SIU Press, 1970.
- Clements, John. *Illinois Facts*. Dallas TX: Clements Research II, Inc., 1989.
- “Discover Illinois Archeology,” *Illinois Antiquity*, Vol. 35, No. 3 (September, 2000).
- Downer, Alan S. *A Prehistory of Illinois*. Illinois Preservation Services No. 4 (Springfield: Illinois Historic Preservation Agency), 1979.
- Greenburg, Joel. *A Natural History of the Chicago Region*. Chicago: University of Chicago Press, 2002.
- Horsley, A. Doyme. *Illinois: A Geography*. Boulder, CO: Westview Press, 1986.
- Howard, Robert P. *Illinois: A History of the Prairie Stat.* Grand Rapids, MI: William B. Erdmans Publishing Company, 1972.
- Illinois Association of Historic Preservation Commissions. *Illinois Association of Historic Preservation Commissions*, Springfield, IL: n.d.
- Illinois Bureau of the Budget. *Illinois Population Trends from 1980 to 2025*. Springfield, IL: Bureau of the Budget, 1987.
- Illinois Department of Commerce and Economic Opportunity. “Illinois Economic Facts Database.”
http://www.illinoisbiz.biz/dceo/Bureaus/Facts_Figures/Illinois_Economic_Facts/
_____, “Population Projections.”
http://www2.illinoisbiz.biz/bus/research/econ/population_projections.html
- Illinois Department of Natural Resources. “*Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2003-2008*.”
<http://www.dnr.state.il.us/ocd/SCORP/scorpform5.htm>
- Illinois Department of Transportation (IDOT). *Statewide Transportation Improvement Program for FY 2002-200.*, <http://www.dot.state.il.us/stip.html>, (July 26, 2002).
- Illinois Historic Preservation Agency. *The National Register of Historic Places in Illinois*. Illinois Historic Preservation Series, No. 14, 1993.

- Illinois Land-Use Clearinghouse. *Agricultural/Population Background Information*.
<http://www.farmlandinfo.org/fic/states/il/il-bg.html>, (July 26, 2002).
- Illinois Strategic Planning Advisory Council (ISPAC). *Summary of Strategic Direction 2002, A Blueprint of Strategic Issues*
<http://www.state.il.us/gov/strplan/officialissues.pdf>, (July 26, 2002).
- Markman, Charles W. *Chicago Before Histor.*, Studies in Archaeology No. 7. Springfield, Illinois: Illinois Historic Preservation Agency, 1991.
- Murtaugh, William J. *Keeping Time*. Pittstown, NJ: Main Street Press, 1988.
- Northeastern Illinois Planning Commission. "Summary of 2000 Census.", Data Bulletin 1,- 2001.
- _____. *Maps of 2000 Census Tracts for Northeastern Illinois*. 2001.
- _____. *Data Bulletin 95-1: 1990 Land Use in Northeastern Illinois Counties, Minor Civil Divisions, and Chicago Community Areas*. 1995.
- _____. *Local History South of Chicago: A Guide for Research in the Southern Suburbs*, 1987.
- _____. *Civic Design Features: A Sampler of Central Business Districts*, 1985.
- Pease, Calvin Theodore. *The Story of Illinois*. 3rd edition. Chicago: University of Chicago Press, 1965.
- Records, Melissa. *Map Guide to Historic Illinois Places*. Springfield, IL: Illinois Historic Preservation Agency, 1987.
- Ridgely, Douglas C. *The Geography of Illinois*. Chicago: University of Chicago Press, 1920.
- Sierra Club. *1998 Sierra Club Sprawl Report: 30 Most Sprawl-Threatened Cities*.
<http://www.sierraclub.org/sprawl/report98/chicago.asp>, (July 26, 2002).
- United States Census Bureau, *United States Census 2000*, <http://www.census.gov/>, (July 26, 2002).
- Wittry, Warren, L., *et. al.*, "The Holdener Site," Urbana: University of Illinois Press and Illinois Department of Transportation, 1994)